

V. Plan Implementation

The MDC/DWM staff will implement the policies, control measures, activities, and programs cited in this Plan beginning in January 2003. Resource constraints will control the implementation schedule for many of the activities. In general, Plan implementation strategies will include the following steps list below.

- 💧 Maintaining, improving, and adding structural access controls, as needed;
- 💧 Monitoring, enforcement, and corrective actions;
- 💧 Maintaining and refining a tracking system to document actual and potential threats, and corrective actions;
- 💧 Providing educational programs and opportunities to promote watershed protection;
- 💧 Partnering initiatives with local groups, town entities, State Police, state agencies, and others;
- 💧 Implementing new programs to focus on sign and facility enhancements; and
- 💧 Conducting Plan evaluation and modification, as necessary.

A. Structural and Access Controls

Much of the Sudbury System is in need of improved access controls, both to restrict access from inappropriate locations and to provide physical access points for public access. Initial efforts will focus on improving access restrictions around the Sudbury Reservoir.

MDC/DWM is looking at several ways to improve security on the property, including:

- 💧 Replacing existing gates and other barriers where vehicular access can be gained illegally;
- 💧 Installing a new lock system on MDC gates; and
- 💧 Instituting a numbering system for the gates around the Reservoir.

In addition to preventing improper access, the Division needs to encourage appropriate access by providing parking and entry points in the more heavily accessed areas. This will provide the opportunity to distribute educational information (see Signs, above). Establishing parking areas and entry points will also aid in limiting inappropriate access points, including those which have visitors cross abutting properties. Focused entry points will also allow staff to better control public access and monitor users at each location.

Specifically, entry points in well-used areas have been identified for improvements or development. They are listed below in Table 4 in order of priority. These areas are intended to be located near public roadways so that they can be easily monitored by police.

Table 4: Structural and Access Controls Actions

Site	Action
Parmenter Road at Bay Circuit Trail entrance	Small parking area completed.
Acre Bridge Road at Recreational Field	Parking area to be completed as part of field construction. Bulletin board still needed.
Parmenter Road at cove near northern tip of Reservoir	Turn-out on the east side of the roadway to be eliminated and parking area constructed on the west side of the roadway.
Framingham Road at entrance to former firing range	Construction of parking area adjacent to gate area.
Route 30 at White Bagley Road	Parking area near the newly developed trail adjacent to the Reservoir.
Route 30 near entrance to Dam	This area will be studied further for possible parking area at the potential extension of the Bay Circuit Trail.

B. Signs

Several improvements are needed to MDC/DWM's sign program within the Sudbury System. New signs will be needed to be compatible with the changes in public access policy described in this Plan update. In addition, existing signs are in English only. New signs will be modeled after those currently in place in the Wachusett Reservoir watershed; these signs use the universal symbols to identify allowed and prohibited activities on the property.

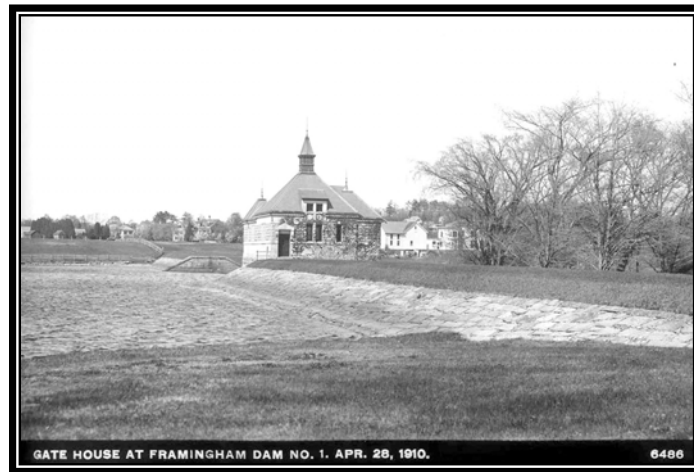
In addition to replacing rules signs, there is a need for increased user education. One way this will be accomplished is through bulletin boards or kiosks. These structures provide MDC a place to post notices, information about alternative recreation sites, and general public education material. These bulletin boards will be focused in parking areas, initially encompassing the parking lot near the Acre Bridge Road recreational field and the parking area at the end of the Bay Circuit Trail section on Parmenter Road. Locations for other bulletin boards will be evaluated as other parking areas are developed.

In the remainder of the Sudbury System, where no access is allowed, updated signs will be provided with the universal symbols to identify restricted uses. This will be undertaken as financial resources become available.

In all areas of the Sudbury System, new signs will be provided prior to major enforcement efforts regarding updated public access policies.

C. Mapping

There is a need for improved mapped information of the Division's properties in the Sudbury System. The development of public access maps will be possible once updated data is obtained or developed by the MDC/DWM Geographic Information System (GIS) program. This public access map will show existing trails, locations of parking facilities, major access points and the limits of restricted areas on MDC property.



D. Policy and Plan Enforcement

Enforcement of the Division's regulations has been limited in the entire Sudbury System due to financial constraints. This has contributed to significant rules infractions occurring on a regular basis. The 1994 Plan identified numerous violations that are still ongoing, including: illegal trespass on the Framingham Reservoirs Nos. 1, 2, and 3; illegal fishing on all Reservoirs; boat use on all Reservoirs; hunting, ATV use, and swimming. Copies of the 1994 User Impact study which detail these rules violations are included in Appendix C.

A lack of staff for enforcement and education has lead to regular and uncontrolled access. Improved enforcement will be necessary to re-gain control of illegal activities in the Sudbury System. This will require both a Watershed Ranger presence as well as cooperation from State and Environmental Police. Public education will also serve to increase stewardship of these lands, which will assist in identifying illegal activities.

Due to staffing limitations, Watershed Ranger assistance will be limited to occasional patrols with Wachusett Reservoir Ranger staff. While this staff of six rangers was envisioned for both watersheds, work in the active water supply at Wachusett Reservoir more than fills the time of the staff. A goal of the Division is to develop the Watershed Ranger Program so that there are four full-time rangers dedicated to the Sudbury Reservoir watersheds.

Working with Massachusetts State Police and Environmental Police as well as coordination with local police Departments is critical to the enforcement of MDC Rules and Regulation.

The presence of Watershed Rangers is a necessary prerequisite to development of a more regular working relationship with these police resources. Watershed Rangers are educators who work to identify violations and educate the public on the Regulations. While not always necessary, there are times when the rangers must rely on police to enforce violations of the regulations. This cooperative system of education and police enforcement has worked effectively in the Wachusett Reservoir watershed, and will be necessary to successfully enforce the MDC rules and regulations in the Sudbury System. MDC will meet regularly with State, Environmental and local Police to ensure and enhance coordination on enforcement issues.

The general public can be an effective tool in identifying and reporting improper and illegal activities on MDC properties. While recognizing the importance of private citizens' watchful presence, **the MDC encourages individuals to notify the appropriate authorities rather than attempting to resolve any rules infraction on their own.** MDC/DWM will make contact numbers available for reporting suspicious activities, on signs and brochures.

E. Encroachments

Encroachment by abutters onto the Commonwealth's properties has become a significant problem in the Sudbury System. This is due in part to limited ownership, unclear boundaries, and a lack of monitoring and enforcement. Some of these encroachments are minor (e.g., mowing onto commonwealth property), while others are quite significant (e.g., re-grading, landscaping, or placing structures directly adjacent to, and in some cases in, the Reservoirs). The most significant encroachments are around Reservoirs Nos. 1, 2 and 3.

As resources allow, MDC will begin an inventory of all DWM lands in the Sudbury System. Staff will identify the types and severity of encroachments, and then work with the property owners to eliminate these encroachments.

F. Public Education/Interpretive Services

Watershed protection is most effective when public access management is complemented by public education. Public education provides information not only on rules and regulations, but also a demonstration of why the rules are needed for resource protection. Successful resource protection education programs instill a feeling of stewardship in users and promote self-monitoring behaviors in user groups.

Public education can be divided into two major categories: direct and indirect contact. Printed information, usually through signs, bulletin boards, or pamphlets, is the stalwart of indirect contact. Bulletin boards or kiosks are being proposed for use in key entry points to disseminate information to all users who pass those access points.

Direct contact information can take many forms. Watershed Rangers speaking informally with users while patrolling MDC/DWM property is one of the Division's most effective

forms of public education. These interactions allow staff to answer specific questions, identify improper activities, and immediately inform the visitor the reasons why any particular use is restricted. School programs allow MDC staff to speak directly with students in their school setting about proper use of the property and resource protection. These programs also provide the opportunity to distribute printed information to students and their families. Other public programs include guided tours and hikes on MDC property focused on resource protection topics, and staff participation, through booths or displays promoting proper stewardship of the Commonwealth's lands and resources, at public events such as town fairs. Each of these direct contact processes is part of MDC's overall education strategy on the Sudbury System, as staff time and resources permits.

G. Partnerships

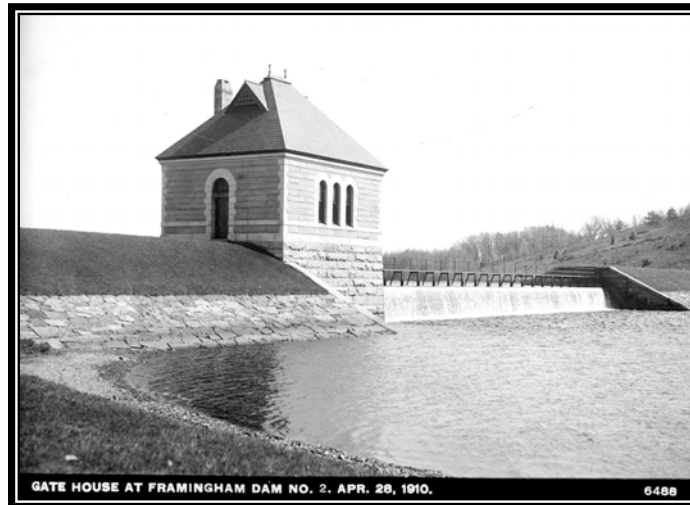
The primary mission of the MDC/DWM is the protection of the metropolitan Boston water supply. Public access, while allowed in some areas, is secondary to water supply and resource protection. Because the Division's resources are focused on watershed protection, partnering with other organizations is an important tool to gain appropriate public access to these MDC properties, while limiting impact on the Division's resources.

A few good examples of such partnerships have recently begun to develop in the Sudbury System. A Memorandum of Agreement was signed in April of 2002 between the Town of Southborough and the MDC to allow construction of a walking trail along portions of the Sudbury Reservoir property. In this agreement, the Town is responsible for construction and maintenance of the trail with MDC guidance. The actual construction work is the result of a Southborough Troop 92 Eagle Scout project. This partnership allows public access through an improved hiking trail, without diverting limited MDC resources for its construction and maintenance. A similar Memorandum of Agreement was also put in place with the Town of Southborough for maintenance of a legislatively-funded recreational field on MDC property on Acre Bridge Road in Southborough.

Discussions have begun with two other groups for development and/or maintenance of trails in the Sudbury System. Portions of the Charm Bracelet Trail, a loop trail around Westborough, are expected to traverse MDC properties in that community. In addition, MDC has begun discussions with the Bay Circuit Alliance for extension of the Bay Circuit Trail along the eastern end of the Sudbury Reservoir to Route 30.

The MDC will foster these types of partnerships when the activities and locations are in keeping with this Public Access Plan Update or other future plans and policies of the Commission. The Division will enter these relationships once it is assured that adequate administration is in place to develop the facilities and maintain them in perpetuity.

The watershed communities can be great resources for developing stewardship partnerships for enhancement of MDC lands. Scouting organizations, environmental groups, user groups and others are often in search of ways to help the community in protecting important resources. MDC will continue to develop relationships in the watershed communities to promote the stewardship benefits of these partnerships on Commonwealth lands.



H. Open Space Coordination

1. Department of Environmental Management - Callahan State Park

The Department of Environmental Management (DEM) Callahan State Park abuts MDC property around the Sudbury Reservoir. The Bay Circuit trail crosses over both MDC and DEM property. Cooperation, communication and coordination between these two state agencies is vital to the success of the Bay Circuit trail and other regional open space initiatives.

DEM has drafted a Management Plan for Callahan State Park. The MDC supports the specific goals outlined for inter-agency coordination:

- DEM will work with MDC, SVT, Marlborough and Southborough to establish a greenbelt southward to Hopkinton State Park, and with SVT and Framingham to enhance linkages between Callahan and Nobscot.
- Coordinate with the Bay Circuit Alliance, SVT and MDC for protection and management of the Bay Circuit corridor, including provision of additional trailhead parking sites, and marked connector trails to access the Bay Circuit Trail.
- Coordinate with SVT, municipalities, private landowners and volunteers to establish, map and post a regional trail network with clear guidelines for signs, and criteria for closure, construction, use and maintenance. (DEM, 2002)

2. Sudbury Valley Trustees

The Sudbury Valley Trustees (SVT) is a regional land trust that owns natural area reservations and conservation restrictions. SVT's mission is to protect wildlife habitat and ecological integrity within the Sudbury, Assabet, and Concord River watersheds for the benefit of present and future generations. Within MDC's Sudbury System, SVT owns eleven

reservations, totaling 462 acres and four Conservation Restrictions totaling 123 acres. These properties offer attractive hiking trails through diverse habitats at Cedar Hill Reservation in Northborough, Sawink Farm and Walkup Reservations in Westborough and the Baiting Brook Welch Reservation in Framingham. SVT encourages hiking, cross-country skiing, and wildlife observation on its properties. SVT prohibits motorized vehicles, bicycles, hunting or trapping, fires, waste disposal and cutting or removing of plants.

The Cedar Hill and Sawink Farm Reservations flank both sides of MDC's property at Crane Swamp. Additionally, MassWildlife has a large property within this protected lands complex. SVT contracted Carex Associates to prepare a thorough inventory and management recommendations for this area. SVT, the MWRA, and MDC have discussed the possibility of constructing a boardwalk across the swamp to reconnect trails that were disconnected with the construction of the MWRA's Walnut Hill Treatment Plant. Another option being consider is to make a connecting trail loop around the treatment plant.

3. Watershed Communities

Each community within the Sudbury System is responsible for the development, implementation and updating of their town's Open Space and Recreation Plan. The adoption of a local Open Space Plan is necessary for the town to be eligible to receive Self-Help funds from EOEAs Division of Conservation Services (DCS). In order to maintain eligibility for these funds, Open Space plans are required to be updated every five years. The following is the status of local Open Space planning, as of November, 2002, according to DCS:

Town	Open Space Plan Status	Town	Open Space Plan Status
Ashland	Expired	Northborough	Valid until April, 2003
Framingham	Expired	Southborough	Valid until December, 2004
Hopkinton	Valid until September, 2006	Westborough	Expired
Marlborough	Expired		

MDC/DWM will continue to cooperate with each community in implementing and revising their Open Space and Recreation plans.

4. SCORP

EOEA's Division of Conservation Services is also responsible for the development of the Statewide Comprehensive Outdoor Recreation Plan (SCORP). This is a statewide plan that provides policy recommendations for the state as a whole, and suggests key issues at regional levels that should be incorporated into those regional plans. *SCORP 2000* identifies six major issues for all providers of outdoor recreation in the Commonwealth:

Resource Protection, Stewardship, Restoration and Enhancement

At the heart of both active and passive outdoor recreation is an enjoyment of natural resources: clean air, clean water, healthy wildlife, flourishing habitats and vegetation, and scenic vistas. Quality outdoor recreation experiences are dependent on the

protection, sound stewardship, restoration and enhancement of these resources, and, in areas where intense urbanization has displaced the natural environment, reclamation of vacant sites and creative greenway and playground development are needed.

Education and Information

Education and information can and should be an integral part of any strategy to improve the quality of outdoor recreation experiences. Public information and education play a pivotal role in outdoor recreation and must be expanded and tailored to encompass a wide variety of age groups, learning abilities and special needs. Informing the public about recreation sites and opportunities, emphasizing the careful stewardship of natural resource areas, and communicating the health benefits provided by outdoor recreation, all help to ensure the public's long-term enjoyment of, and support for, outdoor recreation.

Partnerships

In today's changing budgetary environment, solutions to all of these SCORP issues can only be realized through creative approaches to programming and protection of recreation resources. Partnership opportunities should be extended to as many partners as possible including both public and private organizations and individuals.

Funding

Resolving most of these SCORP issues depends upon two additional factors: the creativity and vision of the people who devote their professional or personal time to improving and expanding outdoor recreation opportunities, and, equally important, funding. In both the public and private nonprofit sectors, local support for outdoor recreation is essential to ensuring sufficient government funding and charitable donations. Using information to demonstrate an improved quality of life provided by outdoor recreation opportunities or the economic value of public recreation sites to a community can be helpful in broadening and solidifying financial and political support for outdoor recreation.

Access

Outdoor recreation opportunities need to be accessible to all residents regardless of race, color, physical or mental challenges, place of residence, or age. Barriers to use of outdoor resources for recreation and relaxation, including lack of public transportation, physical impediments, and inappropriate or out-dated infrastructure, are all issues that need to be addressed in developing or improving outdoor recreation sites.

Maintenance

To accommodate public need, recreation sites, trails, facilities, beaches, and playgrounds must be well maintained and appropriately staffed on a regular, continuous basis. Failure to do so, even for short-term reasons, can have long-term implications, decrease public safety and support, and adversely impact public recreation experiences. Commitment by the federal, state, and local governments to maintenance of outdoor recreation areas is critical, but creative ways to ensure proper maintenance levels must also be explored, including adopt-a-trail, adopt-a-park, and other public-private partnerships. (EOEA, 2000)

MDC/DWM recognizes these common issues and integrates them into the *Sudbury Reservoir Watershed System Access Plan Update*. MDC/DWM's goals and implementation priorities in the Sudbury System, however, are based on its mission to protect this reserve drinking water supply resource from public access impacts.

I. Monitoring/Program Evaluation

The Public Access Plan Update identifies policy changes in public access management on MDC lands and waters in the Sudbury System. It is important that the Division monitor and evaluate these changes. Legislation requires the Division to update its watershed protect plans on a regular basis (5 year cycles). However, on-going monitoring and evaluation of MDC/DWM access policies should occur in order to ensure a successful watershed protection program.

MDC will develop a regular monitoring program for its forest roads, access points and reservoir shorelines. This program will help identify impacts from public access, primarily illegal dumping and erosion from overuse. Due to limited resources, MDC will need to work with volunteers and user groups to assist in such evaluations. Stream teams coordinated by the DFWELE Riverways program, could also supply additional information.

In the development of this Plan, an ad-hoc committee was organized to provide input to the MDC on public access issues (see Acknowledgements on front cover). The Division proposes to establish a standing advisory committee that would meet regularly (perhaps quarterly) to discuss public access issues in the Sudbury System. In order to gain a diverse understanding of the use of MDC properties, this committee will represent a broad array of stakeholders, such as the community governments and recreation user groups. As resources permit, MDC will provide a yearly review of the Plan with a brief report, and, if necessary, a public meeting to gather input on implementation of the plan.

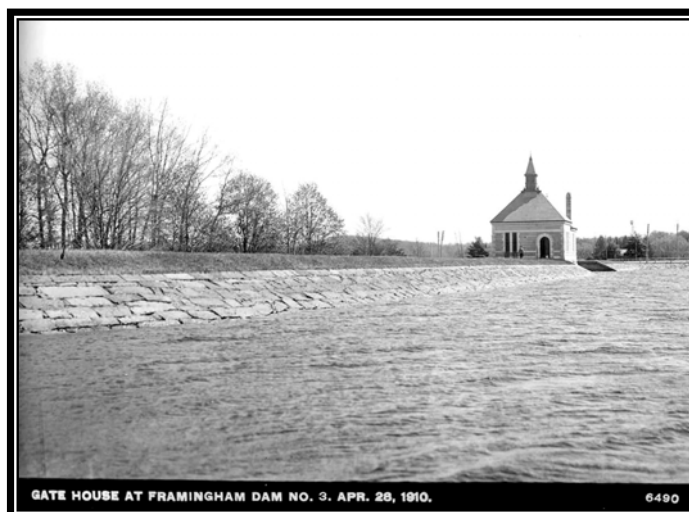


Table 5
Sudbury Reservoir Watershed System
Public Access Plan Update
Implementation Summary

Issue	Implementation Objectives
Structural and Access Controls	<ol style="list-style-type: none"> 1. Replace gates and other barriers where vehicular access can be gained illegally. 2. Install a new lock system on gates. 3. Institute a numbering system for the gates around the Reservoir. 4. Improve parking and entry points: <ol style="list-style-type: none"> a. Parmenter Road at Bay Circuit Trail entrance b. Acre Bridge Road at Recreational Field c. Parmenter Road at cove near northern tip of Reservoir d. Framingham Road at entrance to former firing range e. Route 30 at White Bagley Road f. Route 30 near entrance to Dam
Signs	<ol style="list-style-type: none"> 1. Install new signs with updated policies and universal symbols, as resources permit. 2. Install kiosks or bulletin boards at Acre Bridge Rd. recreation area and Bay Circuit Trail access at Parmenter Rd.. 3. Install additional kiosks at other parking areas, as resources permit.
Mapping	<ol style="list-style-type: none"> 1. Obtain or develop updated ownership information into GIS. 2. Develop Public Access Map.
Enforcement	<ol style="list-style-type: none"> 1. Utilize Wachusett Reservoir Watershed Ranger Staff for patrols. 2. Develop Sudbury Reservoir Watershed Ranger Staff, as resources permit. 3. Coordinate with State Police, Environmental Police and local Police.
Encroachments	<ol style="list-style-type: none"> 1. Inventory all DWM lands in the Sudbury System for encroachments. 2. Identify the types and severity of encroachments. 3. Resolve encroachments with the property owners.
Public Education/ Interpretive Services	<ol style="list-style-type: none"> 1. Provide indirect contact with public via: <ol style="list-style-type: none"> a. Signs b. Kiosks/Bulletin Boards c. Pamphlets d. Maps (see Mapping) e. Website 2. Provide direct contact with public via: <ol style="list-style-type: none"> a. Watershed Ranger Patrols b. Guided Hikes and Tours c. School Programs d. Public Events
Partnerships	<ol style="list-style-type: none"> 1. Foster partnerships with local entities to develop and maintain facilities on MDC land in keeping with MDC/DWM policies and regulations. <ol style="list-style-type: none"> a. Town of Westborough – Charm Bracelet Trail b. Bay Circuit Alliance – Bay Circuit Trail c. Town of Southborough – Sudbury Reservoir Trail d. Stewardship programs
Open Space Coordination	<ol style="list-style-type: none"> 1. Callahan State Park 2. Sudbury Valley Trustees 3. Watershed Communities 4. SCORP
Monitoring/Program Evaluation	<ol style="list-style-type: none"> 1. Establish a standing Sudbury Reservoir Public Access Advisory Committee. 2. Develop methods for regular property assessment to identify impacts 3. Provide a yearly review of the plan and, if necessary, a public meeting to gather input on implementation of the plan.